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City Council/Planning Commission Work Session

Zoning Diagnostic + Approach report and Inclusionary Zoning Analysis

September 27, 2022

Agenda

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1. Report Overview
2. Summer 2022 Engagement Activities Update
3. Overview of Reports & Updates
   - Residential District Testing
   - Better Zoning Standards
   - Zoning for More Housing Affordability & Inclusionary Zoning Analysis
4. Next Steps
5. Discussion

Community members are invited to share written comments to be included in the meeting minutes. Submit comments on paper at the meeting, or via email (engage@cvilleplanstogether.com). Written comments received between 5:30pm and midnight tonight will be included in the meeting minutes and shared with the City Council and Planning Commission

Report Overview

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Meeting Purpose

- The purpose of this meeting is to gather City Council and Planning Commission feedback on the draft Zoning Diagnostic + Approach report and the draft Inclusionary Zoning Analysis.

CHARLOTTESVILLE
ZONING DIAGNOSTIC + APPROACH
Identifying issues with the current Zoning Ordinance and establishing an approach to reflect the Comprehensive Plan and ensure the new Zoning Ordinance is up to date.
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16 JUNE 2022
DRAFT FOR COMMUNITY REVIEW

Zoning Diagnostic + Approach Report

Overview

- This draft document identifies issues with the current Zoning Ordinance and establishes a proposed approach to the zoning rewrite.
- We are not yet proposing a draft zoning map or draft zoning text.

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Report can be found at:
cvilleplanstogether.com/zoning-plan/draft-approach/

Draft Inclusionary Zoning Analysis

Overview

- This document walks through analysis and recommendations related to Inclusionary Zoning and identifies draft recommendations for incentivizing the inclusion of affordable units (less than market rate) in development or redevelopment projects.
- Builds on the “Zone for More Affordable Housing” chapter in the previous document.

Report and video can be found at:
cvilleplanstogether.com/zoning-plan/draft-approach/

Community Engagement & Involvement Process

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Outreach & Engagement

- Educational materials → Zoning 101 handout/presentation, FAQs, IZ presentation
- Communications
  - Email/social media/press releases/website → regular updates
  - Printed flyers and signs → to build awareness
  - Advertisements → print and online
- In-person → outdoor open house, door-to-door, pop-up tables
- Virtual → summary materials available online, attendance at community / organizational meetings, Steering Committee meeting
- Feedback shared in multiple ways → at open house, online feedback form, email, pop-ups, door-to-door, community meetings

Community Feedback Themes

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Note: This is not a full summary of comments; this is meant to provide an overview of some of the key things we heard from community input. More information is provided in the draft summary document.

- General support for working to improve affordability and housing options in the city
- Need for clarity around what it means for multifamily buildings to be “house-scaled”
- A desire to see more discussion of tree preservation, historic preservation, and stormwater management, as well as tradeoffs related to parking and other site features
- Emphasis on the zoning connection to climate change
- Desire to see more focus on improving multimodal transportation (walking, biking, transit) if will have changes to parking requirements
- Proposed adjustments to the inclusionary zoning recommendations, including use of additional types of incentives, consideration for deeper affordability, and potential use of an overlay district to allow more affordable units in General Residential areas

Residential District Testing

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Residential District Testing

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- In order to **test potential zoning tools for infill residential development**, we modeled and evaluated a series of scenarios.
- **Scenarios illustrate the maximum development potential of a lot** (but not necessarily the likely development level).
- There are several physical and financial considerations which **could impact and/or limit the level of infill development**.

Future Land Use Map Implementation Recommendations

- Create two separate categories of zoning districts based on building form and number of units:
  - **House-scale districts** for small-scale infill housing types that implement General Residential - Sensitive and General Residential land use categories
  - **Medium-scale districts** for moderate-scale infill housing types that implement Medium Intensity land use category
- Create variable requirements or separate districts for Sensitive Areas, with additional requirements for providing affordable units and reducing the risk of displacement

General Recommendations

- Modify existing setback requirements to better match existing development patterns and provide flexibility for infill development
- Reduce or remove parking requirements, particularly for developments providing affordable units
- Where context-sensitive development and retention of existing structures is a priority, consider the following:
  - Variable building height and building width requirements
  - Variable lot coverage and setback requirements based on lot size, with smaller lots allowing for greater lot coverage than larger lot

Updates

- New scenarios – curvilinear and cul-de-sac models
- Clarification of what it means for buildings to be “house-scaled”

Key Questions (Discussion at End)

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- No particular questions for you related to this section but we welcome your feedback

Improving Zoning Standards

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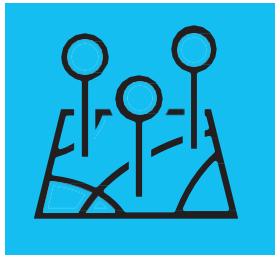
Better Zoning Standards

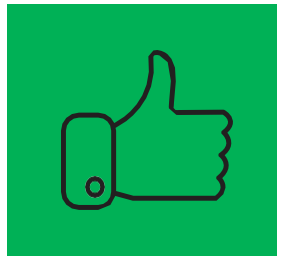
- In addition to housing and affordability, a variety of issues related to zoning surfaced in the preparation and adoption of the Comprehensive Plan.
- **Existing standards are geared toward greenfield development** (development on vacant parcels), not infill development.
- It is necessary to create new zoning standards that **better accommodate infill development**.
- The report identified recommendations in five categories (see right).



Zoning Districts

Administration

Use Provisions



Ease Of Use

Site Standards

Updates

- Clarification that existing tree policies are not being removed
- Clarification about what it means for zoning standards to be flexible in order to support more housing
- Statement about support for maintaining current processes for review in Historic Districts, Conservation Districts

Key Questions (Discussion at End)

- The approach explores the potential for reduced or eliminated parking minimums. Recognizing that these changes would put an obligation on the City to enhance management of the parking supply, is this something that the Planning Commission and City Council support or would like further information on?
- The approach proposes that we continue to allow lot splits (subdivisions) at the size they are allowed now. Some comments have proposed that we allow all lots to be split to the same size. Other comments have requested that we eliminate minimum lot sizes completely. We would like to know City Council and Planning Commission's stance on this.

Zoning for More Housing Affordability

&

Inclusionary Zoning Analysis

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Zoning for More Housing Affordability

- High-level overview in draft Zoning Diagnostic + Approach Report released in June
- Elaborated on in the Inclusionary Zoning Analysis released in August

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Zoning Tools for Affordability

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- Various zoning tools, such as inclusionary zoning, were evaluated by the consultant team to **support the City's housing affordability goals**.

CURRENT ZONING TOOLS FOR INCREASING HOUSING AFFORDABILITY

1. **Proffers** offered during rezoning process
2. **Conditions** attached to special use permits (SUPs)

NEW ZONING TOOLS FOR INCREASING HOUSING AFFORDABILITY

1. Allow more units on **every lot** zoned for only a single unit today
2. Allow **more rental and ownership** options
3. Identify and create **zoning incentives** for increasing affordability
4. Adopt an **inclusionary zoning policy**
5. Create a **toolkit to avoid displacing at-risk communities**

IZ Recommendations

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- **Based on identified needs and development feasibility findings, the consultant team recommends an inclusionary policy that requires affordable housing for any housing development that include more than ten units and offers incentives to any development with nine or less units that include affordable housing.**

Recommended Inclusionary Zoning Policy Components

REQUIREMENT

Affordability Level
60% of Area Median Income (AMI)

Requirement
10+ Unit: 10% of units affordable at level listed above

9 or less: Voluntary

Term
Permanent affordability, 99 Years

Quality
Affordable and market-rate units are to be of equal size and evenly distributed

GEOGRAPHY

All Residential Areas of Charlottesville

This will include General Residential, Medium, and Higher Intensity Residential zones.

INCENTIVES

Density Bonus
10+ Unit: 25% density bonus

9 or less: 2-unit bonus in General Residential and 4-unit bonus in Medium Intensity zones

Parking Reduction
Up to 50%

Examples

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GENERAL RESIDENTIAL

Single-Family Detached Home

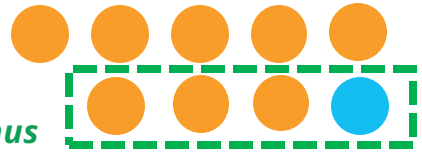
5-unit Voluntary Inclusionary Development

Density Bonus

MEDIUM INTENSITY RESIDENTIAL

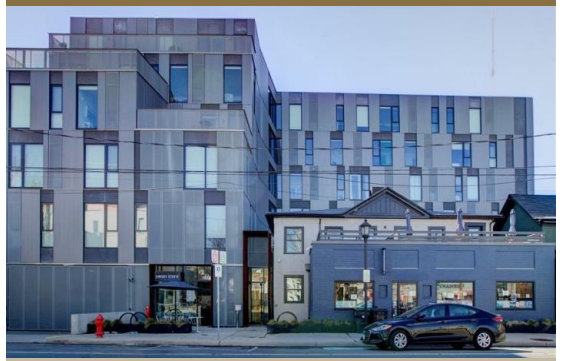
Burnet Commons, Charlottesville

9-unit Voluntary Inclusionary Development



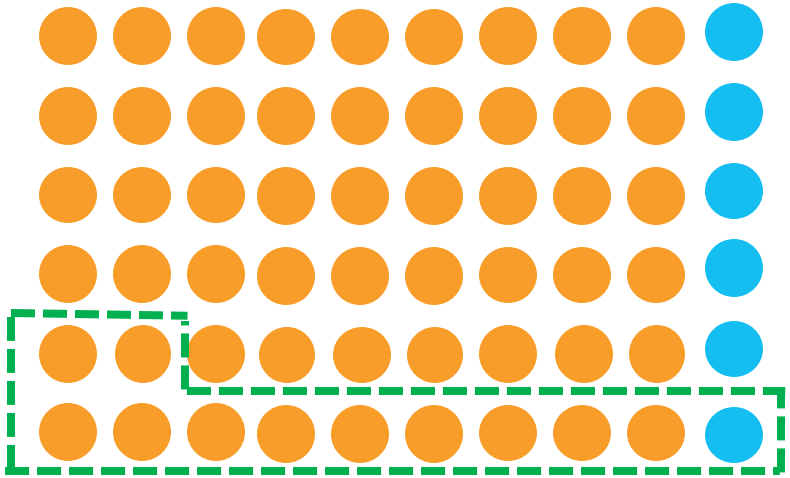
Density Bonus

HIGHER INTENSITY RESIDENTIAL



600 West Main, Charlottesville

60-unit Required Inclusionary Development



Density Bonus

Some sites may not be suitable to use the full bonus density but this analysis proposes that the entire bonus is "unlocked" once the affordable unit is provided.

Unit Affordable at 60% AMI

Market Rate Unit

Updates

- No updates made to date.
- We will add a clarification that mixed-use areas will also include inclusionary zoning requirements.
- We will consider more flexibility in long-term affordability provisions to balance the goal of long-term preservation with a variety of housing models.

Key Questions (Discussion at End)

- Several community comments, including a petition, asked that the zoning rewrite include an affordable housing overlay where medium intensity level development is allowed in general residential areas where all units above the base density are affordable (potentially including units below 50% AMI). We would like to know City Council and Planning Commission's stance on this.

Next Steps

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Timeline

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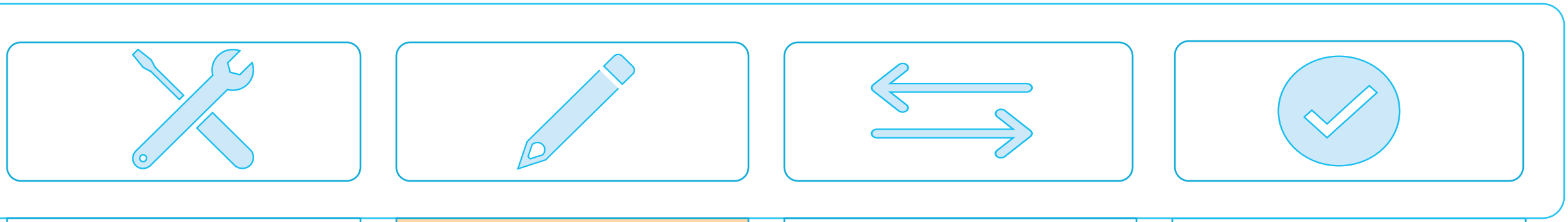

Winter-Summer 2022
Overview of zoning ordinance changes that are needed, and the proposed approach to the updates

Summer-Fall 2022
Draft zoning ordinance components

We are here

Fall 2022-Winter 2023
Review and revise consolidated draft of zoning ordinance

Spring 2023
Hearings and adoption of updated zoning ordinance

Community outreach and input milestones (Approx. Summer 2022, Early 2023, Spring 2023).

Discussion

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Key Questions

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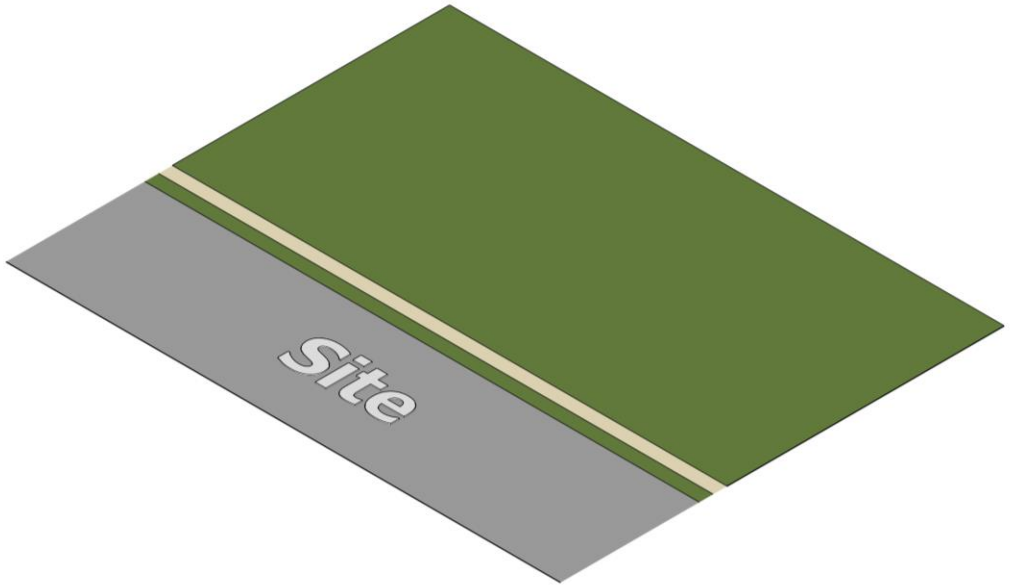
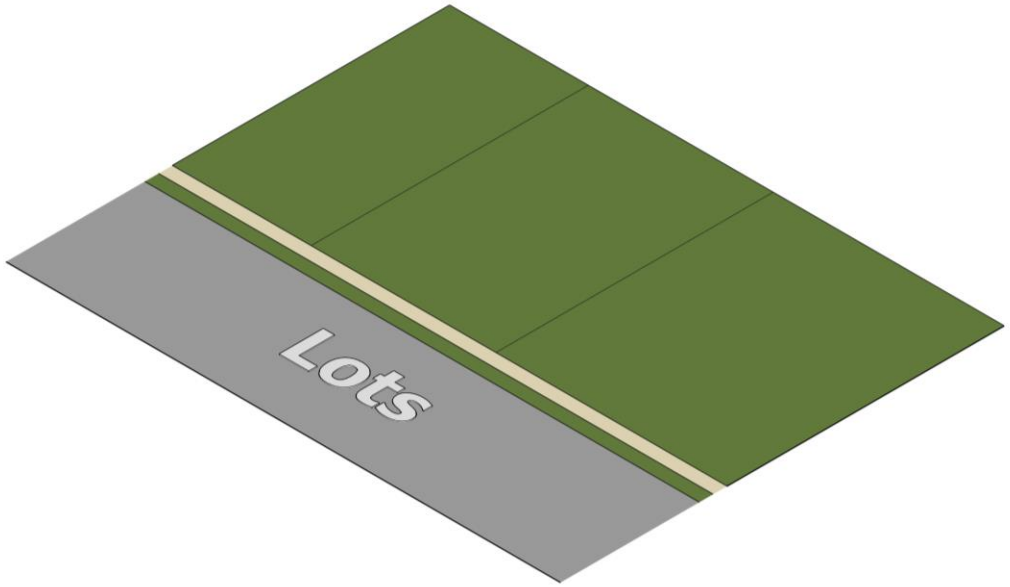
Appendix

Sites & Lots





Setbacks & Sublots

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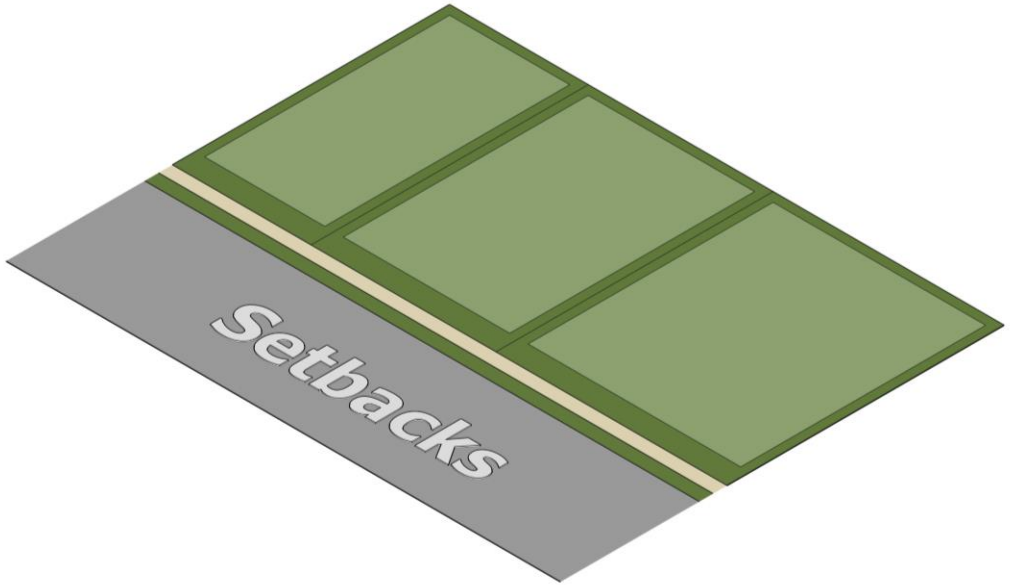

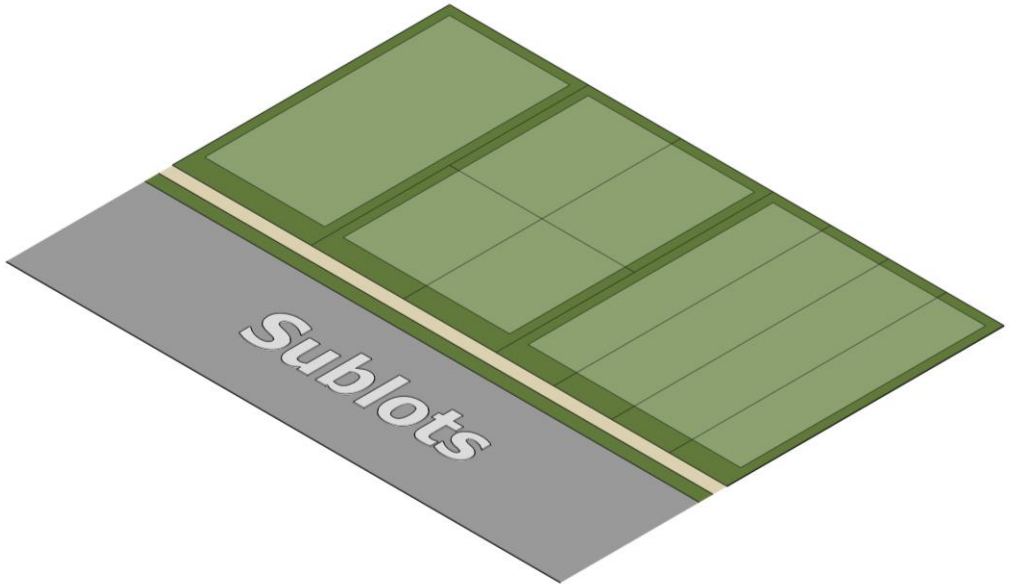

Easements & Units